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SENATE

REPORT
100-248

RELOCATING A HIGHWAY AFFECTING THE CHICKAMAUGA AND CHATTANOOGA NATIONAL MILITARY PARK IN GEORGIA

DECEMBER 9 (legislative day, DECEMBER 8), 1987.—Ordered to be printed

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany H.R. 2121]

The Committee on Energy and Natural Resources, to which was referred the act (H.R. 2121) to authorize and direct the National Park Service to assist the State of Georgia in relocating a highway affecting the Chickamauga and Chattanooga National Military Park in Georgia, having considered the same, reports favorably thereon without amendment and recommends that the act do pass.

PURPOSE OF THE MEASURE

The purpose of H.R. 2121 is to authorize the Secretary of the Interior to make funds available to the State of Georgia for the purpose of relocating a 3.7 mile section of U.S. Highway 27, which currently runs through the Chickamauga and Chattanooga National Military Park.

BACKGROUND AND NEED

The battle of Chickamauga, September 19–22, 1863, in northern Georgia was one of the bloodiest of the Civil War. Crucial to the battle was control of the LaFayette Road, The battle, a Confederate victory, resulted in the Union forces being driven from the LaFayette Road and forced to retreat via byways into Chattanooga. The terrain, vegetation, and historic road system that existed in September 1863 remain essentially intact. In 1890, Chickamauga-Chattanooga was established as the first of the national military parks.

Today, the LaFayette Road is State Highway 27, which bisects the park for 3.7 miles. Lined with memorials placed soon after the battle, Highway 27 is a major north-south route. Some 124,000 ve-

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hicles travel Highway 27 daily, including 800 large trucks. Ninety percent of the traffic is commercial or commuter; 10 percent is park related. While Highway 27 has four lanes outside the park, it has only two lanes inside the park, creating traffic congestion and interferring with the park experience. Ironically, the highway, a key historical resource of the park, has, in the view of many, become a major intrusion on the park. Because of the congestion, visitors have difficulty viewing the numerous structures and historic memorials along the highway. For the past 30 years, various alternatives have been proposed to solve the highway problem including building a bypass around the park or widening Highway 27 through the park.

Legislative History

H.R. 2121 passed the House on July 21, 1987. The Subcommittee on Public Lands, National Parks and Forests held a hearing on the measure on September 29, 1987.

At a business meeting on December 2, 1987, the Senate Committee on Energy and Natural Resources ordered H.R. 2121, favorably reported.

Committee Recommendations and Tabulation of Votes

The Senate Committee on Energy and Natural Resources, in open business session on December 2, 1987, by a unanimous vote of a quorum present recommends that the Senate pass H.R. 2121, as described herein.

The rollcall vote on reporting the measure was 19 yeas, 0 nays as follows:

YEAS	NAYS
Mr. Johnston	
Mr. Bumpers	
Mr. Ford*	
Mr. Metzenbaum	
Mr. Melcher	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Fowler	
Mr. Conrad	
Mr. McClure	
Mr. Hatfield[1]	
Mr. Weicker	
Mr. Domenici	
Mr. Wallop	
Mr. Murkowski	
Mr. Nickles	
Mr. Hecht	
Mr. Evans	

*Indicates voted by proxy.

[1] The vote to report H.R. 2121 was taken "en bloc" with 14 other measures. Had a separate vote been taken on H.R. 2121, Senator Hatfield would have withheld his vote.

Cost and Budgetary Considerations

The following estimate of the cost of this measure has been provided by the Congressional Budget Office.

U.S. Congress,
Congressional Budget Office,
Washington, DC, December 8, 1987.

Hon. J. Bennett Johnston, Jr.,
Chairman, Committee on Energy and Natural Resources, U.S. Senate, Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has prepared the attached cost estimate for H.R. 2121, an act to authorize and direct the National Park Service to assist the State of Georgia in relocating a highway affecting the Chickamauga and Chattanooga National Military Park in Georgia.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

Edward M. Gramlich,
Acting Director.

Congressional Budget Office Cost Estimate

1. Bill number: H.R. 2121

2. Bill title: An act to authorize and direct the National Park Service to assist the State of Georgia in relocating a highway affecting the Chickamauga and Chattanooga National Military Park in Georgia.

3. Bill status: As ordered reported by the Senate Committee on Energy and Natural Resources, December 2, 1987.

4. Bill purpose: H.R. 2121 would direct the Secretary of the Interior to provide a grant to the State of Georgia to assist in relocating a road that now passes through the Chickamauga and Chattanooga National Military Park. The act would authorize the appropriation of $30 million for this assistance and would limit the federal share of the project to 75 percent. The Secretary of the Interior would be required to approve the design and siting of the highway outside the western boundary of the park before providing any assistance.

5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1988	1989	1990	1991	1992
Authorization level	30				
Estimated Outlays	[1]	16	8	2	1

[1] Less than $0.5 million.

The costs of this bill fall within budget function 300.

Basis of Estimate: For the purpose of this estimate, CBO assumed that the full amount authorized will be appropriated in fiscal year 1988. The authorization level is that specified in the act.

Estimated outlays are based on historical spending patterns for other highway construction grant programs, with the assumption that the Department of the Interior will reach a grant agreement with the State of Georgia late in fiscal year 1988.

CBO also expects that the Department of the Interior would incur some costs to administer this grant, but probably not exceeding about $500,000 over the course of the project.

6. Estimated cost to State and local governments: The State of Georgia would be required to provide matching funds equal to 25 percent of the total cost of this project, or at least $10 million, in order to receive federal assistance.

7. Estimate comparison: None.

8. Previous CBO estimate: On July 17, 1987, the Congressional Budget Office prepared a cost estimate for H.R. 2121, as ordered reported by the House Committee on Interior and Insular Affairs. This estimate is identical to the earlier one.

9. Estimate prepared by: Marjorie Miller and Deborah Reis.

10. Estimate approved by: C. G. Nuckols (For James L. Blum, Assistant Director for Budget Analysis.

Regulatory Impact Evaluation

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out H.R. 2121. The Act is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of H.R. 2121, as reported.

Executive Communications

The pertinent legislative report received by the Committee from the Department of the Interior setting forth executive agency recommendations relating to H.R. 2121 is set forth below:

U.S. Department of the Interior,
Office of the Secretary,
Washington, DC, October 8, 1987.

Hon. J. Bennett Johnston,
Chairman, Committee on Energy and Natural Resources, U.S. Senate, Washington, DC.

Dear Mr. Chairman: This responds to your request for our views on H.R. 2121, as passed by the House of Representatives, "To authorize and direct the National Park Service to assist the State of Georgia in relocating a highway affecting the Chickamauga and Chattanooga National Military Park in Georgia."

We recommend against enactment of H.R. 2121.

As passed by the House, section 1(a) would require the Secretary of the Interior to grant funds to the State of Georgia for the purpose of relocating the 3.7-mile section of U.S. Highway 27 to the west of the boundary of the park. Section 1(b) provides that the

Secretary's portion shall not exceed 75 percent of the total costs of relocating the road. Section 1(c) would authorize an appropriation of $30 million for the road relocation and further provides that the funds shall remain available until expended.

A 3.7-mile segment of U.S. Highway 27 is administered by the National Park Service within the boundaries of Chickamauga and Chattanooga National Military Park. The highway is a major north-south artery located in northwest Georgia adjacent to Chattanooga, Tennessee. Primarily a four-lane highway, the road narrows to two lanes through the park. A daily average of 14,000 vehicles, including 800 18-wheelers, use the 3.7-mile segment. Ninety percent of this traffic is commuter and commercial in nature, while 10 percent can be attributed to park visitation. The heavy use of this road causes a significant adverse impact on the park's cultural and natural resources. There are 59 historic monuments and 66 authentic Civil War cannons on U.S. 27. Further, the road intrudes greatly on the visitor experience through noise and air pollution and safety hazards. Critical safety problems have arisen for both the visitor and non-visitor, with 58 accidents, including 17 deer road kills and $128,000 in property damage in 1986. Therefore, the intent of section 1(a)—to facilitate relocating U.S. Highway 27—is completely consistent with the National Park Service plan for Chickamauga and Chattanooga National Military Park.

We do take issue, however, with the funding formula for the relocation in section 1(b). Because we believe this is basically a State and local traffic issue, we believe that it should be addressed and funded by the State of Georgia from the State's allocation from the Highway Trust Fund or with State and local funds. The National Park Service already has in line many other park road projects totalling in excess of $1 billion that need to be funded from our regular roads program. We have neither sufficient funds now, nor do we anticipate having sufficient funds in the future, to address the relocation of U.S. Highway 27 from within our allocation.

We agree that there is a need to relocate U.S. Highway 27 out of the park. U.S. Highway 27 is primarily a commercial and commuter road, and it has no place within the boundaries of the Chickamauga and Chattanooga National Military Park. The National Park Service has cooperated fully with the State of Georgia and local officials. We intend to continue such cooperation, but we believe that the State of Georgia has the ultimate responsibility of solving this traffic problem.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

WILLIAM P. HORN,
Assistant Secretary.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the Act, H.R. 2121, as reported.

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